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## BULLETIN

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### The Intake Service for Foster Home Care

Children's Service Bureau, Brooklyn, New York

#### PREPARED BY

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#### *Introduction*

The agency in which we work serves the Jewish community of Brooklyn, which is perhaps the largest of its kind in the country. After some sixty years of existence as a huge congregate orphanage, housing as many as seven hundred children, the agency yielded to the changing philosophy of child care and closed its institution in June, 1939, in favor of a wholly foster home placement program. In the process of liquidating the institution, the agency came to an open realization that few of the children in care, and few of the children for whom care was being sought, were orphans. Rather, these were children who were having to live apart from their families for a time, families to whom, in the main, these children would inevitably return. Planning with families, with parents, became important; and it was seen that such planning needs to begin at intake and continue throughout a child's stay with the agency. Accordingly, the agency undertook to make an "intake study" for each child coming into care, and this job was handled by our four districts on a monthly rotating basis. This soon proved to be an unsatisfactory way both for administrative and case work reasons. To determine whether there might be a more effective way of affording a more adequate and uninterrupted service to both the client at intake and the client under care, and to provide opportunity for developing and defining a case work philosophy and practice of intake, and for developing case work skills around these, it was decided, through joint thinking and planning of staff and administration, to centralize intake. This unit, comprised of intake receptionist, supervisor, and two case workers, was set up in October, 1940. In a little over a year and a half, through May, 1942, it has given service to 430 families, representing 612 children. This paper is a review of this experience.

"Intake" is a service in which the applicant and the agency are together engaged in determining whether the client's need can be met by the agency's placement facilities, and whether they can be used constructively, to the advantage of the child as well as the parent.

In defining the aim of the intake process there are these considerations: to help the applicant determine whether placement of her child is a realistic answer to her needs; and, if so, whether this agency's service of foster home care and the conditions under which it can be given are for her and for her child. The applicant who comes to us has already made some choice as to which of her many problems she will seek help for, which of her needs she can no longer bear alone, and must therefore get another, the agency, to help her.

A parent gets a feeling about the agency in accordance with the consideration and respect she receives, however she presents herself. Will her rights as an individual be respected; will her rights as parent be respected; will she get the information she is seeking and ultimately be left free to determine for herself, in the weighing of her spoken and unspoken needs, whether she wants this service? Basic to all professional helping is this respect for the applicant, if she is to be enabled to take the help. Likewise must she have respect for the giver of help, and an appreciation of the meaning, the value, of the help she wants, if she is to use it profitably and not feel demeaned by it. We have seen how, if a parent has respect for the agency and its placement service, her attitude carries over to the child, who then may bear his status as a foster child with more comfort, frankness, and fortitude, albeit his negative feelings toward placement are not to be denied.

We examine with the applicant her purpose in seeking placement, what she hopes to achieve by it

for herself and for her child. The agency's purpose is to give the child an opportunity through foster home care for a good living experience within which he may further his development toward maturity. If the client's purposes cannot be met by the services of the agency, that is, if she is seeking merely to restrain or punish the child, or merely to effect some change in the child's attitude toward herself, or merely to relieve herself of the responsibility for the child, then the client is helped to see that her purpose may not be achieved through foster home placement. What is possible is that, through separation, each is given the chance to live differently and perhaps more satisfactorily for the while, and modifications may occur in each and eventually in their relationship toward one another. Nor is a parent relieved of responsibility, for she must meet the costs in so far as she is able, meet the conditions of working with the agency to make the placement possible; or find for herself that she cannot, and withdraw her application. Only when a parent has accepted that the agency can afford her child an experience within which he may continue his growth, can the parent be satisfied by what the agency has to offer, and not until then can the agency be of help to the child, nor can the parent let her child go.

Few parents can violate the stern dictates of our culture that both honor and bind fast the status of parenthood, without some fearfulness and shame and guilt. And yet, for each parent the experience of asking another to take over the care of her child is different. Each brings to the immediate experience the total of her life's experiences, perhaps the bitterness and pain of other separations, old fears of permanent loss, the guilt of having been relieved of responsibility time and again, the guilt of perhaps always having wanted to be relieved of this responsibility, her child. Present in her life situation are not only these pressures from within, but also pressures from without, illnesses, job difficulties, troubled marital and family situations. We early came to realize that it is not the facts alone of her past history that are pertinent to our understanding of the applicant's present situation, but rather the meanings she brings out of these past experiences as they show themselves in her feelings and attitudes toward the immediate situation.

#### *Some Withdraw Their Application*

During the intake process the applicant may come to a realization that the implications of placement are not bearable or desirable to her, may find then that it is not placement that she really wants, and

there may come a shift in her focus to what she does want, something other than placement. She may decide then to do something else on her own, or she may be interested in getting another kind of service, and can be advised of or referred to some other community resource.

For we have seen that as a parent begins to understand the implications of separation from her child and gets a premonition of the changed relationship that will exist between them, she may either find that this is what she really wants and may take satisfaction in the plan, or she may begin to question whether this is what she really wants. She may find the coming separation too difficult. She may come to some heightened consciousness of her true feeling for the child, of their relationship and value to each other. So, sometimes it is that the agency called upon to act as a separating force between parent and child serves really to draw them together, as the parent comes to an appreciation of how much the child means to her. She may then move to some other plan of care in which she can retain her parental ties more fully.

Mr. S., a widower, who for two months had struggled to care for his little son and daughter according to the meticulous routines their mother had observed for them, finally came asking placement, for he had neglected and jeopardized his job as insurance salesman. He was satisfied that we could offer a carefully investigated and supervised foster home and that the children would be given good care, but upon learning that placement would also mean that he could not visit the children every evening and listen to their confidences of what each day will have brought them, and teach them the things they should know, he would have to forego the intimacies of their living together. He realized that he could not bear the separation and so withdrew his application. He found for himself a family where he and his children could remain together.

The war situation, opening many employment opportunities for women, has brought us many mothers who, glad of a chance to extricate themselves from the hopelessness of the relief rolls, seek care for their children for a while—6 months, perhaps a year—"just until I can get on my feet." It is a way toward regaining independence and self-respect. They willingly offer to contribute toward the costs of the children's care once they begin to earn. Perhaps some of these mothers could use day nurseries if such were available and adequate. Those that exist are for the most part overcrowded, understaffed, and few have any case work service. Working mothers whose hours cannot be adjusted to those of the day nursery, or who have experienced hardships in using the day nursery, as when a child falls ill and mother must stay home to care for him and then finds her wages docked or her job gone, seek a more complete and dependable service for themselves and their children. They see in placement a limited period of separation

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from their children for the sake of making possible a more acceptable life together in the future. It cannot be given merely to enable a mother to take a job; it can only be for the mother who is not able to function in her parental role, and complete separation is indicated for the child's sake as well as hers. In the instances where the mother's need for the separation can be expressed only in her wanting to get a job, the community is yet to be helped to understand the necessity of affording this opportunity. Yet sometimes, despite the inner pressures that drive a mother to seek placement, she is unable to carry through this plan because social and cultural pressures, always more censorious toward a mother, overpower her strength to sustain her decision. It is important for the worker to support the parent in her need and decision for placement, and yet to respect her right to choose which satisfaction she will forego, since the parent must live with her decision.

Mrs. K. is a working mother, earning little, but cherishing that little because it represents independence at last from public relief and a step toward regaining self-esteem. She had been deeply hurt when she learned that her husband had married another woman bigamously, and after the divorce and a period of financial struggle she had to turn to public assistance for herself and little son, Richard. They are now living with her elderly, half-paralyzed mother in a poor, deteriorated neighborhood, where there is no day nursery. Mrs. K. asked placement in order to provide a better environment and proper care and supervision for Richard, and to remove him from the depressing atmosphere in the home. Yet when the day arrived for his admission, Mrs. K. came alone. She could not carry through her plan because her relatives and friends disapproved. They said a child's place is with his own mother.

Not only may a parent withdraw her application because she finds placement itself unbearable, but also a parent may not want our kind of placement, foster home care. A parent may feel, for reasons that are valid and decisive for her that she does not want to risk foster home placement, but that she wants institutional care for her child. Perhaps, basically, she feels more self-protection in the institutional setting, since it is more impersonal, less demanding. We give the parent information as to what institutional care is available, and we also raise with her questions as to how her child's needs will be met. Invariably a parent seems better able then to pursue with the worker what this agency's service, *i. e.*, foster home care, might be for her and her child. She knows she can return to us if she so wishes. And, indeed, in some instances, where a parent has proceeded to investigate institutional resources, she has frequently returned, having found them either unsuitable or unavailable. It is then for the intake worker to help this parent arrive at a more positive feeling toward foster home care, if she is to be able to make constructive use of it for herself and her child.

*Clients the Agency Cannot Help*

When a child is ineligible or unsuitable for our foster care, either because he is not within our age range, from 2 to 16 years, or because of some serious physical, mental, or emotional disorder, or his parents are not both agreed on placement, or if a parent is too disturbed or unable to use our service or let her child live in a foster home, we have to reject the application. The parent is helped to understand why our kind of care cannot serve her child's needs advantageously, and, whenever possible, she is referred to an agency that might be better able to serve.

In regard to the child whose behavior raises question as to whether he can use foster home care, we consult with the staff psychiatrist. When there is question in regard to a parent being too disturbed to use foster home care, the intake process would disclose this and bring parent and agency to a realization that for this parent the placement plan is either impossible, or still permissible for testing in actual experience.

In cases of physical handicaps or disorders, the staff pediatrician is consulted. When there is question as to a child's mental capacity and development, psychometric testing may be arranged, and the staff psychologist consulted. It remains, however, with the agency administration to decide whether it will give care to this child.

In giving a child whose capacity to take foster home living is questionable an opportunity to receive care, our thinking has been to weigh the balance in favor of the unknown factor. What capacities and strengths will a child find within himself, given the chance to use them in a new and favorable setting that allows for his fuller development? The possibility of therapy, of help toward a fuller use of himself, lies in the change to a more favorable living experience.

In reviewing, then, intake's work with applicants who rescind or are rejected, we see that intake should afford a distinct service to the parent who, although she may not be able to use our placement facilities, or placement itself, goes away with greater clarity and understanding of what is and what is not possible for her. Moreover, intake is a distinct service to the agency, inasmuch as it helps appreciably to prevent hopeless placements and protects the agency's proper functioning by making its child care program available only to those who seem able to use it to advantage. In the end, this is a considerable saving to the agency, as well as to the client, in effort, time, and expense.

### Toward Placement

Let us now go on with that client who wishes to continue examining with us whether this agency's service is for her child. She is given opportunity to consider the implications for herself, to what measure she would be giving up responsibility, giving up the child's daily care, training, supervision, and to what extent she remains responsible. She learns that she may visit her child only at such intervals as arranged by the placement worker in accordance with what is considered to the best interest of the child in his foster home living. In those cases where there is a disturbed parental situation or where there is a court injunction, the intake worker advises the parent when it is that visiting may take place only in the office, under agency supervision. The parent knows she can keep in touch with the agency worker to learn how her child is getting along.

The applicant is informed that it is the agency's responsibility to select the foster home for her child. She learns that we use homes studied and approved by us in accordance with such standards as insure a child's good care; she learns something of what goes into our selection of the particular home for her child, and how the placement worker carries out the agency's responsibility for the child by supervising his care in the foster home. As the parent participates by giving us information about her child that will aid us in understanding him, developmental and medical data, school progress, the child's living habits, his likes and dislikes, his relationships with family and with children, she already begins to share her child with the agency, begins to face realistically the fact that she is giving over the care of her child to another. She comes to recognize that we value what she is giving us. She comes to a further understanding and appreciation of how she will continue to carry her responsibility for the placement. The intake worker is careful to present foster home placement realistically, acknowledging the shortcomings and avoiding overstatements.

To what extent will the parent take responsibility for the plan and remain responsible? The agency respects the client's right to continue her child in placement as long as she is satisfied with the plan and needs it. The agency is ready to return the child as soon as the parent can resume care for her, or finds that she cannot use the agency's care with benefit to herself and to the child. A parent must meet financial responsibility either through private arrangement with the agency, or through arrangement with the Department of Welfare, which she makes independently.

At the end of the application interview, the parent may be ready for the application form on which is focused for her some of these fundamental considerations. The time of the intake process is mutually dependent upon the applicant's pace, the complexity or simplicity of her situation, and what the agency needs to work out with the client to make placement possible. In all of these considerations, she comes to her own realization as to whether she wants to continue. She is advised that beyond the agency's acceptance of her application may be a further period of time during which the placement worker selects the home and prepares the child and foster family for the placement.

In situations where a parent needs immediate shelter for her child, the worker examines with her what plan she may be able to arrange for the child's interim use, whether within the parent's or relatives' resources, or through community resources.

Before meeting the child the worker has already learned about the child, his interests and his difficulties, from the parent and others who have known the child. Meeting the agency worker breaks up for the child his fear of the unknown agency and what it will do to him. Wherever feasible, the intake worker visits the child at home in the presence of his parent so that the child feels how the parent is planning for him with the agency. She tries to help the child get more comfortable and feel he is part of the plan. She tells him her name, her agency's, tells him what a foster home is like. She picks up what he already knows about coming, and supports the parent in this plan. She makes an appointment with the child—and here she can give him some choice of time—to visit her in the agency office, when parent and child may be introduced to the placement worker.\* This personal introduction sustains the continuity in the agency's service for them. Children on transfer from an institution are observed in their institutional setting, and it is left to the placement worker to establish a relationship with the child in preparation to helping him into foster home care.

Schools are visited only when there is a problem essentially related to the school situation, or where there is some question concerning the child with which the school may give further understanding. Contacts with other sources of information, such as relatives, depend upon the quality of their interest in the child.

*(Continued on page 16)*

\* In this agency, the job of intake worker is ended when this child is accepted for care; at this point the placement worker becomes responsible for the further preparation, for placement and for continued supervision.

## Findings of the Recent Salary Study

By RALPH G. HURLIN

Director, Department of Statistics, Russell Sage Foundation

THE examination of salaries of child welfare workers completed in July of this year, the results of which were submitted at once to the participating agencies, gave evidence of some clearly defined tendencies that deserve attention in any consideration of salary policies in the present unsettled personnel situation. The report of the study will be available shortly for general circulation. This article is intended only to summarize some of the more important results.

*Scope of the Study.*—The inquiry was made at the request of the Child Welfare League of America by the Department of Statistics of the Russell Sage Foundation. The data relate to the year 1941. Attempt was not made to cover a representative cross-section of all child welfare agencies. Instead, it was planned to include all the agencies and institutions associated in the League. Information was supplied by 203 agencies, comprising almost all of the League's fully accredited members and about one-third of its affiliated agencies. Agencies meeting the full membership standards of the League constituted about three-fourths of the total group.

The results of the study are presented as representing only this selected but important group of agencies. Presumably they maintain in general somewhat higher than average standards of work and probably also somewhat higher than average personnel standards. The findings may probably be accepted as representative of tendencies operating within the League, and because of the influence of the League's membership they are of significance for other child welfare agencies.

The participating agencies include 26 public and 177 private organizations. Most of the former are child welfare divisions of state welfare departments, several of which have only personnel functioning at the state level. All of the more numerous private organizations, on the other hand, are providing local services. They include children's institutions, child placing agencies, child protective agencies, and agencies combining two or all three of these functions.

The agencies are widely distributed geographically. Twenty-nine states are represented by two or more, and ten states and Hawaii by one each. As might be expected, New York and Pennsylvania are the

states accounting for the largest number of reports, with 29 and 20, respectively.

Data were reported for 2,664 full-time workers occupying professional and houseparent positions in these agencies. The professional workers were chiefly in social work positions, but some physicians, psychologists and dietitians, and more nurses and teachers were included. The professional social work positions, ranging from that of caseworker up through executives of agencies, and including consultants, casework supervisors and heads of branch offices constituted more than three-fourths of the total group. Four-fifths of the positions were in the private agencies.

*Sex of Workers.*—Relatively few men are employed by this group of child care agencies. As would be expected, they are relatively most frequent in the executive positions of the larger agencies, but the largest number of men were in casework positions, many of them in the child protective agencies. The total number of men reported was 356. They constituted 13 per cent of the total group; 13 per cent also of the large category of caseworkers; and only 9 per cent of the houseparents.

*Age Distribution.*—The classification of the workers by age revealed a distinctly favorable personnel situation. As a group these agencies are manned by a relatively young working force, yet workers under twenty-five years were not numerous. Of the workers in professional social work positions, only 12 per cent were over fifty years and only 1 per cent over sixty-five years. Only 7 per cent were under twenty-five.

The age distributions for the workers in public and in private organizations were very similar. Only three institutions were covered in the reports of the participating public agencies, so that most of the 329 houseparent positions studied were in private institutions. An unexpected proportion of younger workers was found in these positions. Fourteen per cent of the workers classified as houseparents were under thirty years of age, and almost two-thirds were under fifty years.

Only 35 workers in either professional or houseparent positions were reported as over sixty-five years of age. Although this proportion is very small indeed, even this number of older workers raises the

question, as yet avoided by most social work agencies, of what provision shall be made for the workers who grow old in the service.

*Time With Present Agency.*—One of the most unfavorable findings of the study was the large proportion of workers in professional and houseparent positions with short tenure. Inasmuch as the staffs of these agencies had not been increasing in size, the short-tenure workers clearly represent replacements and reflect a high rate of staff turnover. Staff instability appeared somewhat less for the public than for the private agencies reporting, but for both groups was so large as to constitute an important personnel problem.

Among the public agencies, 22 per cent of the caseworkers had been with the present employing agency at the time of reporting less than one year. The proportion for public agency workers in all social work positions above that of caseworker, taken together, was 11 per cent. Among the private agencies, 28 per cent of caseworkers had tenure of less than one year, and here also for the higher positions together the proportion was 11 per cent. For houseparents in private institutions, the corresponding figure was 29 per cent.

If we were to generalize from this information, the conclusion reached would be that it is the tendency of the private child care agencies to replace in the course of a year more than a quarter of the large portion of their personnel which is directly responsible for the care of children. Probably this generalization is a safe one. If so, it is disturbing, for it seems inevitable that so large an annual rate of turnover in these positions, or even turnover of much less than 25 per cent, must be reflected in the efficiency of the work performed.

*Professional Education.*—Information returned concerning the education of workers leaves no doubt that generally these agencies want for their professional positions workers who have had formal professional training. This is shown partly by the distribution of workers by education, and also by the differences in salaries of workers with and without formal training.

The more than two thousand workers in professional social work positions in both public and private agencies gave the following distribution with respect to school of social work education. One-third had fully completed a two-year graduate course in a school of social work or had obtained a masters' degree in a somewhat shorter course. More than another third had obtained credit for some part of the two-year graduate course or had completed a one-year course. In this third are included a rather large

number of workers who have completed the two-year course with exception of the thesis. As few as 4 per cent reported an undergraduate course in social work, while 8 per cent had credit for single or scattered social work courses. On the other hand, 20 per cent of the workers in social work positions reported no school of social work training, and this group was not composed only, or even largely, of older workers. On the contrary, it would appear that some, but not many, of the reporting agencies maintain a policy of apprentice training.

The educational information for the houseparent workers was also encouraging. The salaries of these workers are so low that it is not reasonable to expect formal social work training for these positions. Well over half of the houseparents included in this study had obtained more than high school education. Just over a fifth had completed four years of college education, and more than a third of those who had completed college had taken some graduate work. A fifth of the group had received some but less than four years of college credit, while another 15 per cent had had either school of nursing or normal school training.

*Salaries of Social Workers.*—The results respecting salaries can be indicated only sketchily here. They need to be weighed in the light of the information concerning age, tenure, education, and also length of social work experience.

The median salary of caseworkers, the fundamental social work position, was, in private agencies, \$1700; in public agencies, \$1620. Again the caution should be offered that the number and selection of the agencies represented do not insure that this difference is typical.

The middle half of the caseworkers in private agencies were paid between \$1500 and \$1860; the middle half of the public caseworkers were between \$1380 and \$1800.

The extreme salaries of workers classified as caseworkers were, in private agencies, \$840 and \$3000; in public agencies, \$1020 and \$2700. Thus, the full range of salaries found for workers in the casework positions was very wide—from \$840 to \$3000. Actually these particular salaries are probably to be explained by quite unusual circumstances, so that they are not especially significant. But there was a substantial number of relatively well-paid workers who reported casework as either their entire or their principal function. And, on the other hand, there was a substantial number of caseworkers with surprisingly low salaries. It is apparent that many of the salaries of caseworkers in these agencies are high

enough to be attractive to workers who have invested time and money in professional training, but most of the caseworker positions—the three-quarters of the total group which are under \$1860 in the private agencies, or under \$1800 in the public agencies—will not be attractive to such workers except at the outset of their careers. This circumstance probably has something to do with the high rate of turnover of the casework staff.

Attention should also be focused on the lowest casework salaries. That one-quarter of the caseworkers in the private agencies received salaries of \$1500 or less, and one-quarter of those in the public agencies, salaries of \$1380 or less, is not reassuring. These very low salaries also help to explain the high turnover rates. It needs to be recognized that these salaries are definitely not commensurate with the qualifications that are supposed to apply to casework positions, and also that in the present state of the market for social workers, competent workers who are willing to seek better salaries than these have little difficulty in finding them.

For the social work positions above that of caseworker the summary figures were as follows: In private agencies, the median salaries of both heads of branch offices and casework supervisors fell at \$2400. Directors of casework in twelve large placement or protective agencies had salaries ranging from \$2400 to \$5000, with the median at \$3800. Fourteen assistant executives ranged from \$1920 to \$6500, with the median at \$3400.

The median private agency executive's salary was \$3500. Here the range was very wide, from only \$1620 for a very small agency to \$10,200 for one of the larger ones. Men executives, occupying more frequently the large agency positions, had salaries varying from \$2500 to \$10,200, while women executives ranged from \$1620 to \$8200. The median salary for men executives in private agencies was \$5300; for women, \$3300.

Median salaries for the higher positions in the public agencies were: casework consultants, \$2100; inspection and licensing workers, \$2310; casework supervisors, \$2400; supervisors of training, \$3150; executives, chiefly heads of child welfare divisions of state departments, \$3250.

*Salaries and Social Work Training.*—Salary data, like the foregoing, which are classified by position but are not related to the qualifications of the workers, may be grossly misleading, and probably the most important part of this study was the correlation of the information concerning salary, experience, and

education of the workers in the professional social work positions. This analysis showed clearly that salaries in this group of agencies are greatly influenced by formal professional education.

An example or two of these results will serve to illustrate the point. In private agencies, the median salary for workers with no school of social work training in their first year of paid social work experience was \$1080; for those with three years of experience, \$1280; for those with 15 years of experience, \$1700. On the other hand, workers with full graduate school of social work training gave median salaries as follows: workers with less than one year of experience, \$1620; those with three years of experience, \$1740; those with 15 years of experience, \$2750.

These figures mean that workers with school of social work training start at a substantial advantage over those without such training, and also that the advantage increases greatly with experience. The figures bear out what we should hope to find if professional training is actually needed in social work, namely, that formally trained workers advance faster and further than untrained workers.

*Salaries of Houseparents.*—Salaries of workers in houseparent positions, like those of caseworkers, showed rather wide variation. These workers, with few exceptions, receive maintenance as part of their compensation, so that, whereas the salary data already cited are full salaries, the figures for houseparents are cash salaries to which should be added the value of maintenance.

The cash salaries of workers classified as houseparents ranged from \$300 to \$1460. The higher of these two extreme salaries is exceptional, but a salary of \$300 is not. The median annual houseparent cash salary in these agencies was \$660, or a monthly salary of \$55. The salaries of men houseparents tend to be better than those of women. The medians were for men \$840, or \$70 per month; for women, \$660, or \$55 per month.

Both education and geography appear to influence the houseparent salaries. By large regions, median salaries were found in this order: Southern, \$600; North Central, \$660; Middle Atlantic, \$735; New England, \$750; Mountain and Pacific, \$840. The number of agencies and of workers represented by these figures is, however, too small to give these averages more than suggestive value. Similarly, the medians found after classification by education rest on too few data to be reliable. They indicate, however, that the better educated workers in these positions, also, are usually better paid.

## BULLETIN

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Henrietta L. Gordon, *Editor*

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### A Priceless Christmas Gift

THE peace might be enduring indeed if it were focussed on the welfare of children. The governors of nations would be statesmen of great stature if their approach to peace were marked by the question, "How will our plan affect the children of the world?" Any serious lack in the social order means suffering for children, and social progress may be measured by successive provisions for child welfare.

Nurture of children requires more than food. War, especially in Europe and China, has removed parents as well as bread. To many an American mother war has brought employment and daily removal from her children. They may have bread, but their ration of parental affection and supervision has been reduced.

A child takes his parents for granted, and they should be to him like the sun, the moon and other verities of life. But when parents leave, how lonely a child can be! And even a good substitute parent is not mother or father. When he arrives at a calculating age no child will attempt to appraise the value of a parent he loves. Unless they have rejected him, he will part with anything rather than either of those to whom he belongs.

To return a missing father, and certainly to return a mother, to a child would be a priceless Christmas gift. To assure the children of the world that their parents will remain reasonably available to them, that war and economic struggle will no longer impose separation—that would brighten the glow of Christmas love in millions of homes, homes where absence of a parent has imposed an emotional dimout. If an armistice permitted and thousands of airplanes were at the service of the world's children, how many fathers would be summoned home this Christmas by those they love!

He who strives hardest to win the war will want a peace which will spare his children another war. So when we arrive at peace it must not be a sham. The peace can be built with a regard for children, Japanese, German, British, Norwegian, Chinese, French and American. If it be a sham peace, to

satisfy a few men rather than the world's children, it will be as if we handed an eager child a beribboned package and then laughed when he found it empty.

The reclaiming of families will be a major post-war task, and death which has intervened will prevent many reunions of those who have suffered deportation and imprisonment or whose long absence has been caused by military service. We may be assured that even political peacemakers will recognize such needs, and do their best to return parents to their children. But these missing parents are only tokens of the millions who see their children only after dark, whose struggle for bread is complicated by tariffs, race discrimination and crude exploitation. Let's have a child at the peace table. I would choose a ten-year-old Chinese girl or boy who has suffered, to represent the children of the world. Let him ask, after each article has been solemnly read, "What does that mean to my mother, my father and me?" Whatever the day of the year, it will be like Christmas, and no one will worry about the price tag on the package, for all the children of the world for once will be remembered.

—HOWARD W. HOPKIRK

### Funds for Day Care Programs

On August 28, 1942, the President of the United States allocated from the Emergency Fund \$400,000 to the Office of Defense Health and Welfare Services, Federal Security Agency, for the promotion and co-ordination of programs for the care of children of working mothers.

The funds will be allocated to a limited number of States as grants-in-aid to be administered through the State department of welfare under plans approved by the Chief of the Children's Bureau or through the State department of education under plans approved by the United States Commissioner of Education. These funds are to be used for administrative services necessary for ascertaining needs, developing and co-ordinating day care programs, and administering them on the State and local levels.

Grants will be made to the States only after the States have submitted plans showing that no other State or local funds are available for the program.

Statements of policy and procedure are being prepared by the Day Care Unit of the Children's Bureau for the use of directors of State public welfare departments. The services of child welfare field consultants will be available for joint planning and for making application for allotments from these funds.

For complete report see *The Child*, October, 1942.

## Regional Chairman of 1943 Case Record Exhibit Committee

WE are eager to have the case record exhibit at the first section of National Conference to be held in March. Agencies are therefore urged to submit some record material to their regional chairmen by the middle of January.

### 1. ALABAMA, FLORIDA, GEORGIA, LOUISIANA

MRS. ALVICE M. SHARPE, Executive Secretary  
Children's Aid Society of Jefferson County  
506 N. 20th Street, Birmingham, Alabama

### 2. INDIANA, MICHIGAN

MISS ANN W. DEHUFF, Case Supervisor  
Children's Bureau of the Indianapolis Orphan Asylum  
807 Odd Fellows Building, Indianapolis, Indiana

### 3. MARYLAND, WASHINGTON, D. C., VIRGINIA

MISS EDITH L. LAUER, Director, Jewish Family and Children's Center, 319 W. Monument Street, Baltimore, Maryland

### 4. MAINE, NEW HAMPSHIRE, VERMONT, MASSACHUSETTS, RHODE ISLAND, CONNECTICUT

### 5. ILLINOIS, MISSOURI

MISS ESTELLE GEISMAR  
Jewish Children's Bureau of Chicago  
130 N. Wells Street, Chicago, Illinois

### 6. COLORADO, KANSAS, NEBRASKA, NORTH DAKOTA, OKLAHOMA, TEXAS

MRS. DOROTHY C. BARLOW, Case Supervisor, Children's Center of the Sunbeam Home Association, Inc., Oklahoma City, Oklahoma

### 7. GREATER NEW YORK, WESTCHESTER, NEW JERSEY

MISS MARGARET GRAY, Supervisor, Foster Homes Division  
Department of Family and Child Welfare of Westchester County  
424 County Office Building  
White Plains, New York

### 8. ALBANY, SYRACUSE, BUFFALO, ELMIRA, NIAGARA FALLS, ROCHESTER

MISS GRACE W. REDDING, Case Work Supervisor  
Children's Bureau and S.P.C.C.  
571 E. Genesee Street  
Syracuse, New York

### 9. OHIO, WEST VIRGINIA, KENTUCKY

MISS PAULINE ASHCRAFT, Supervisor of Intake  
The Children's Home of Cincinnati, Ohio  
909 Plum Street  
Cincinnati, Ohio

### 10. DELAWARE, PENNSYLVANIA

MISS ELEANOR MECKELNBURG, Field Supervisor  
Rural Child Welfare Unit  
Pennsylvania Department of Welfare  
Harrisburg, Pennsylvania

### 11. NORTH CAROLINA, SOUTH CAROLINA, TENNESSEE

MISS DOROTHY POTTS, Case Worker  
Connie Maxwell Orphanage  
Greenwood, South Carolina

### 12. CALIFORNIA, HAWAII

MISS ELLEN T. MARSHALL, Case Worker  
Children's Bureau of Los Angeles  
2824 Hyans Street  
Los Angeles, California

### 13. WASHINGTON, OREGON

MISS MARION WOLD, Social Service Consultant  
State Department of Social Security  
Olympia, Washington

### 14. IOWA, MINNESOTA, WISCONSIN

MISS OPAL M. JACOBS, Head, Bureau of Placements  
Child Welfare Unit  
Division of Social Welfare  
Globe Building  
St. Paul, Minnesota

## READERS' FORUM

### DEAR EDITOR:

Have you any information about agencies which are trying to meet the rise in the cost of living either through increases in salary or through the giving of a bonus to cover emergency needs?

Our Board is reviewing salaries and would like to know the experience of other agencies before making a decision.

—JESSIE P. CONDIT

Executive Secretary, Children's Aid & S.P.C.C.,  
Newark, N. J.

### DEAR EDITOR:

I am turning to you for help in discovering current practices in relation to cost-of-living increases for social agency staffs, both professional and clerical. I have heard of several communities where such raises have been general throughout the Chest agencies and I am wondering whether these are typical or whether the trend is sporadic. While it seems to me that it would be unfortunate to bring about an "inflation" of social work salaries, I think that as the basic needs, such as food and clothing, begin to absorb one's total salary it is natural for the lower salaried group to begin to look elsewhere for opportunities for less marginal living.

It has occurred to me that this is a problem affecting the whole field, which even has implications so far as recruiting is concerned. I should be very grateful if you could share with me the experiences and thinking of other agencies in the Child Welfare League. I am particularly interested in hearing of the philosophy concerning "cost-of-living" raises versus general raising of salary scale, the percentages arrived at by agencies which have made adjustments, and the salary groups and departments which have been affected.

Thank you in advance for your help.

JEAN L. GREGORY, Executive Secretary,  
Greenwich Center for Child and Family Service, Inc.,  
Greenwich, Conn.

A NUMBER of member agencies had reported that in recent months salary adjustments to meet in part the rising cost of living had been made or were being contemplated.

Executives are hereby urged to submit directly to the League office a statement of policy and practice with respect to this problem. The BULLETIN will carry a statement on this subject in a subsequent issue.

—EDITOR

## THE BOARD MEMBER SPEAKS—

## THE RESPONSIBILITY OF THE TRUSTEES IN THE MERGING PROCESS

When three Stamford agencies (the Family Welfare Society, the Stamford Children's Service and the Child Guidance Clinic) decided to combine into the Family and Children's Center, the reactions of the different boards to such an adjustment were most inspiring. It was their opinion that even before any board readjustments could be considered, the problems involving the staff had to be solved.

While the work of these three agencies had been closely allied for some years, this intimacy did not exist between the respective boards. There was some overlapping in board membership, but as a whole each board knew very little about the work of the other agencies. The amalgamation of these 90-odd board members might have been insurmountable, but quite the contrary proved to be true. Each group realized that they must make some sacrifices of their own individual desires and aspirations. This in itself was a good start, and rather surprising when you realize that these were all very strong agencies with very strong independent boards.

The Center was developed on a provisional basis for one year. A committee of twelve was set up, three members being appointed by each of the existing boards and three from outside the group, one of these representing the Social Work Council. This was known as the Center Board. The first step was to move under one roof and to appoint one executive director over the entire staff.

The children's agency had a charter which made it impossible for them to disband and reorganize without an act of the legislature, and as the legislature in Connecticut meets only every two years it was necessary for a time for each group to continue to keep its own board, and also to handle its own finances. On the face of it this seems like a handicap; instead it gave us a long period in which to become acquainted and to convince ourselves that our final step was the right one.

Of necessity many questions of policy and procedure arose. These were most ably handled by a Study Committee which met weekly, devoting three hours to discussion. The committee was composed of two board representatives from each of the agencies and one staff member from each agency. It was this group which made recommendations to the Center Board as to how fast and in what manner we should

proceed, and more important still, what our aims and ambitions were. Some of the problems were, what kind of staff did we want and need, and how should this staff be organized? A tentative outline was drawn up, to be followed after the amalgamation was completed. Should we continue the full membership of the different boards and have a large board, which of necessity would throw the details of the work upon an executive committee? It may interest you to know how this problem was solved. It was eventually voted by each board that their members be approached individually as to his or her desire to remain on the board, and in this way we finally came down to a group of 35. It was further agreed that we would not take on new members until we dropped below 30. Our by-laws now read that the minimum shall be 24 and the maximum 30 members.

There is a group of incorporators to whom the board of directors is responsible. The incorporators are also responsible for handling the endowment funds. They meet yearly or on call, and have a definite feeling of being part of the organization.

One of the questions most frequently asked is, Did this amalgamation save the community money? No, but we did not go into it with that thought in mind. We wanted to give the very best service of which we were capable. Another question asked is, Do you not feel that by losing some of your board members you have lost in ratio your influence in the community? This might have been true, had we not provided for a rotating board, so that we are able to reach approximately the same number of persons.

The board as it now stands has taken many vital steps so gracefully that it seems as though nothing that the future may hold will daunt them.

—MRS. MALCOLM J. EDGERTON  
President of Board of the Family and Children's Center,  
Stamford, Connecticut

## Worth Noting

The Freud-Burlingham Report for December, in its reports on the receipt of a large gift of clothes, observes that:

"All the bigger children distinguish strictly between those parts of their wardrobe bought by their parents ('my very own'), those given to them by the nursery ('my own') and direct gifts from America ('from my American Foster Parents'). Our experience shows that children treat their clothes much better when they are marked with their own name and treated as their own possession instead of being handed out indiscriminately sometimes to one and sometimes to another child out of the general supply."

## NEWS FROM THE FIELD

**An Agency Confers on Its Wartime Responsibilities**

ON SATURDAY, November 21, 1942, a unique intra-agency all-day conference was held. Almost 300 employees of The New York Association for Jewish Children met to discuss "Our Problems in Wartime." The meeting was unique in that maintenance, clerical and professional workers met together to consider the pressing problem of how best to maintain adequate service to the 3000 children under care.

The general opening session was followed by small seminar groups which concerned themselves respectively with Medical, Mental Hygiene, Problems of Adolescents, Group Living, New Needs in Relation to Present Facilities, and Improved Productivity, through the consideration of the problems of different groups of workers. As in the conference of the whole, each seminar included maintenance, clerical and professional representation. The cooperation of each individual as well as the interdependence of each of the services was recognized as essential to the best interests of the clients. A reporter in each group summed up the discussions. Findings and recommendations are being assembled and analyzed. This conference was seen as only a beginning. A follow-up of the specific suggestions and general ideas was deemed necessary, and periodic meetings of a similar nature were, therefore, projected for the future.

In addition to concrete suggestions related to productivity, all sessions concerned themselves with the problem of manpower, and throughout the meetings ran an awareness of the rapid changes in the community and the need for adaptation on the part of all agencies, both public and private, to the real and living world.

THE Philadelphia Committee for Day Care of Children has gathered information on the extent of need for day care in Philadelphia for children whose mothers are employed, and reported on plans for the establishment of such day care centers where needed. Request is being made of the city of Philadelphia to provide funds for immediate care since Federal funds will not be available for the operation of day care centers in any community until local public funds have been exhausted.

The findings are based on an estimate of need for women in industry in that locality. It is recognized that:

"The basic problem of day care for children is a part of the question of labor supply. The purpose of the day care program

is to make it possible to employ mothers who need to go to work either because of personal economic reasons or because they are a needed labor force."

The report emphasizes the inadequacy of present facilities. The 23 day nurseries are giving care to 1,050 children but:

"Startling cases of actual neglect and cruelty have been reported. Unsupervised private homes with inadequate facilities are caring for infants and school children which creates a health problem in defiance of existing state regulations and established standards of child care. Philadelphia's delinquency rate is increasing rapidly and there is a high rate of arrests among children who lack supervision."

The importance of safeguarding homes is stressed:

"The preservation of normal family life is the greatest concern of our community. Many women must work because they are the sole support of their families; others must work because their skills are needed in the industrial effort. It is essential that,

- a. Such women be employed at such hours and on such shifts as will cause the least disruption in their family life; and
- b. If any such women are unable to arrange for the satisfactory care of their children at home during their working hours, adequate facilities be provided for the day care of their children during working hours. Such facilities should be developed as community projects and not under the auspices of individual employers or employer groups."

The report goes on to list buildings available for such use and estimated cost per center. Sixteen centers are now deemed necessary. It stresses this service as a local community responsibility thus:

"The Day Care Committee of the Council of Defense considers it imperative that City Council recognize this need as an immediate war emergency and appropriate the requested funds to carry out this proposed program for the day care of children of employed women."

**Available for Circulation to League Members, Affiliates and Associates**

CAN THE YOUNGEST TAKE IT? by Dr. Frederick H. Allen, *Parents' Magazine*, November, 1942.

VOLUNTEERS IN WELFARE, by Leonard W. Mayo, *Survey Mid-monthly*, November, 1942.

WHEN MOTHER'S AWAY: A guide to the development of children's day care units in wartime, National Association of Day Nurseries, 1942. 50c.

CHILD WELFARE IN THE DEFENSE COMMUNITIES, by Inez M. Cavert, Federal Council of Churches, New York, 1942.

CASE WORK SERVICE TO A FLORENCE CRITTENDON HOME, Erma C. Blethen, *The Family*, November, 1942.

RELATIONSHIP BETWEEN FAMILY AND CHILDREN'S AGENCIES, Dorothy Hutchinson, *The Family*, November, 1942.

THE IMPACT OF THE WAR ON FAMILY LIFE, Adelaide K. Zitello, *The Family*, November, 1942.

BOARD MANUAL, drafted by a committee of the Board of Trustees of the Children's Protective Society of San Francisco, 1942.

## Meeting the Normal Recreational Needs of Children in Wartime

**I**N ORDER to meet the normal recreational needs of children in wartime, we must first know what these needs are. Are they the same as in peacetime, and if not, how and to what degree are they different? We must also know what new problems we face in planning how best to meet these normal needs.

Those professionally concerned with the welfare of children, teachers, psychiatrists and the various children's organizations, as well as recreation leaders, have taken the stand that normal peacetime services for children, of which recreation is one, must go on, for they are a wartime necessity.

Recreation is necessary to physical, mental, and spiritual growth and well-being.

Children's growing time is now. It cannot be deferred until after the war. It therefore becomes apparent that the recreational needs of children are normal needs in time of war.

Over and above the normal peacetime recreational needs of children there are new needs arising out of the war situation, or perhaps one should say, rather, that there is a new accent on, and intensification of, old needs, seeking new forms of expression.

The rise in the delinquency curve, 14 per cent in the first six months of 1942, in New York City, compared to the corresponding months of 1941, is a danger signal that we neglect these needs at our peril.

The circumstances of war, the general uprooting and dislocation of life, the crowded living conditions and the disrupted homes, have created a situation in which opportunity for normal peacetime recreation has decreased, while the needs, arising from these same circumstances, as well as from the general unrest, excitement, and violence of a war psychology, have increased and intensified. For the new tension, anxiety, and feeling of insecurity in children produce an emotional strain which seeks outlet and expression, legitimate or otherwise.

For years psychiatrists have been warning us of the dangers of suppressed fears, aggressions, and emotions. The war has brought new fears and feelings of aggression which must be met by all those who deal with children. Children must be encouraged to express their worries. They should be prevented from incorporating war and its activities into their play and their questions must be answered calmly and honestly.

At a meeting on this subject at the recent Congress of the National Recreation Association, it was felt to be inevitable that war activities should appear in children's play, as children from time immemorial

have acted out those things which are common to their environment. The child under six will, and should, continue to play at housekeeping with her doll as she always has, the only difference being that her mother's war activity as a first aider, etc., will now be part of this play.

As to the war games which appear in children's play, such as "Marines and Japs," the general consensus of opinion at this meeting was that this type of play is a natural form of expression, the current and inevitable version of "Cops and Robbers."

The concluding judgment of the group was that it is normal and right that children should give expression to the anxieties and emotions which they feel in wartime. The attitude of the parent or guardian towards their children's reactions, however, was felt to be all important. The bad effects of fear and hate were felt to come more from the parents than from the war itself. If the adult remains calm and normal, the children will also.

But because these direct expressions of a wartime world are inevitable and necessary it does not follow that adults should encourage unlimited aggression. They can guide children's play without imposing a taboo, with its danger of fear and frustration, on the whole subject of war. It is not necessary to feed the war fever by buying guns and tanks for toys. Nor is it necessary to train the children to conduct Commando Raids as a play activity, as is being done in one neighborhood in New York City, with the very real danger of giving them a feeling that unbridled violence is a legitimate form of activity.

On the contrary, an important part of the adult's role in the war situation is to guide children's energies and emotions into constructive channels. The older children particularly, the young adolescents, feel an urge to be a part of the wartime world. They should be encouraged to participate in the war effort; to sell war stamps, collect salvage, knit and make things for the soldiers, look after the younger children in their own communities, and give all the many other services which children can render in this emergency. The little ones, too, can help: flattening tin cans, helping make blackout curtains, planning games and stories for alerts, etc. There is great therapeutic value in constructive activity. The psychiatrist in one of our large city school systems thinks it essential to the welfare of our young adolescents that they be given a part in the war effort. Some of the restlessness and anxiety which children feel stems from a sense of inadequacy, frustration, and insecurity. They want, like their older brothers and sisters, to feel that they belong to their community.

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All of the normal needs for expression and outlet through play are intensified and often accelerated in wartime. Little children more than ever need rest and relaxation and normal physical expression. Boys more than ever, saturated as they are with tales of physical prowess and heroism, need hard physical games and activities, requiring endurance, skill, and daring. Girls more than ever need a chance to express their romantic yearnings and idealisms through parties and through some form of service.

And yet, as I have already indicated, our dilemma is that, as the need for normal recreation increases, the opportunity for it tends to diminish.

At the National Recreation Congress reports poured in from all over the country of the problems facing our American communities. Preschool children, older "doorkey" children, and foot-loose adolescents (especially girls) between the ages of 12 and 16, are a serious problem in industrial and war camp communities from Massachusetts to California and from the Great Lakes to the Gulf.

We are finding out, too, as England did, that there is a close correlation between delinquency and a lack of recreation facilities. In San Diego, for example, where school facilities were taken over by the Navy, and recreation was hard put to it to find space, delinquency rose alarmingly, with eighty-four delinquents in the six- to nine-year age group.

From Miami came the report that mothers lie about the ages of their girls in order to get them into dances for service men, the alternative being picking up dates on the streets and dancing at taverns far into the small hours of the morning.

In industrial communities, mothers or homemakers are either working long hours, leaving their children on the town, or else they are cooking continuous meals for their own men or for lodgers, with no time left over to supervise their older girls. These parents, or substitute parents, are worried and need help. What can we do about it?

There was a general feeling at the Congress that what Mr. Willkie has since called the reservoir of good will should be used in this emergency, with neighbors pulling together to solve their common problems. Here are some of the possible solutions which were suggested.

1. Block mother set-ups where two backyards or a vacant lot are used for a block playground, with mothers taking turns in supervision.

2. Neighborhood groups in which working mothers chip in to have one mother stay home to supervise the children.

3. "Child Protection Centres," such as Baltimore has established, with trained supervision and volunteer help from non-working mothers, to take care of preschool children and "doorkey" children.

4. Opening clubs to boys and girls of the 12-14-year-old group, as has been done by the Worcester Girls' Club in Massachusetts, which recognized the fact that the desire for co-recreation has been accelerated by the war. Boys who would not have come a few years ago flock in, enjoying the games that are offered as well as the dancing.

In discussion of all the various methods of meeting the present situation, the importance of the right kind of supervision was stressed, with various suggestions as to the training of volunteers. Volunteers from O.C.D., P.T.A., high school groups, etc., were suggested.

In Oak Park, Illinois, at the request of O.C.D., the superintendent of playgrounds is giving a five weeks' course, with sessions twice a week, to train volunteers to look after the children of working mothers.

Baltimore has long had home play groups in which boys and girls are trained by the recreation department to go into the homes and carry on home play with small groups of neighborhood children, a very important service in this day of priorities and limited transportation.

In Cleveland, where a block organization, with a lay leader, grew out of the Air Warden Service, the older girls are given training in looking after children.

The feeling is growing throughout the country that, instead of slashing education and recreation budgets and curtailing services, we should increase and expand facilities—opening school buildings in the evening and starting new recreation centers.

There is a new feeling of neighborhood unity abroad in the world. This spirit should be utilized to help solve the problem of how to meet the normal recreational needs of children in wartime.

—SUSAN M. LEE

*Secretary of Board, National Recreation Association*

#### MORE ON PUBLICITY FOR FINDING FOSTER HOMES

A co-ordinated appeal for foster homes by placement agencies of Seattle, Washington, was recently made in the name of the War Chest and Council of Social Agencies. It is reported that this has been found to be "the most productive publicity for boarding homes we have yet tried." The publicity included both radio and newspaper releases. Reports Mr. John F. Hall, State Director, Washington Children's Home Society:

"We find that, through this co-ordinated appeal made in the name of the War Chest and Council of Social Agencies, we are getting a higher type of applicant than comes from using the want-ad columns or other channels that as an individual agency we have tried."

## A Practical Aid to Day Nurseries

THE Child Welfare League will encourage day nurseries to utilize material prepared by the National Association of Day Nurseries and will fill orders in any quantities as long as these publications remain available. The League plans to publish in 1943 several pamphlets which will be of practical value to day nurseries. For the present we wish to encourage circulation of "A Guide to the Development of Children's Day Care Units in Wartime" (price, 50 cents) published by the Association and inherited by the League.

Practical advice is contained in the following excerpts. These will bear repetition and to many of the readers of the League's BULLETIN these quotations and the entire pamphlet are unknown. In most cases the excerpt is only a portion of what this pamphlet offers on the subject listed.

### *What is a Day Nursery?*

"... The day nursery has case work, educational, and health programs, and these form an organic whole. The nursery's basic approach is one of professional service to families, with an adaptation of the techniques from the fields of health and education. The day nursery's concern is the family. Up to the present its concern has been the family that has had specific difficulties—difficulties whose core and essence has related to children, and which have often—not always—made it necessary for the mother to work. Its basis for accepting children has only been the fact that day care of the child in the nursery has offered the best way of meeting these difficulties. The day nursery will continue to be concerned with these families. Today, however, with thousands of women going to work to help win the war, there will be many families where such problems as poverty and deeply rooted friction and tension—will not be apparent. But whenever a mother separates herself from her child for a whole day, there is the inevitable possibility of new difficulties for child and family, as well as of bringing to the surface and accentuating feelings and attitudes which, although present, under normal circumstances do not precipitate themselves. Just as premature birth—the actual separation of the child from the mother's body too soon—may seriously affect that child's chance—even of survival—so premature separation of the child from the parent after birth—may be fraught with similar dangers on the mental and emotional levels. In addition, war strains of all kinds, migration of families, soldier fathers away and in danger, changing incomes, and mothers assuming the double role of home making and wage earning—all these threaten family life."

"Whether the nursery is accepting the child because the family has deeply rooted difficulties, or simply because the mother is going to work in munitions, the procedure is the same. The family talks over the situation thoroughly with a trained case worker. Together they make the decision, weighing the urgency of the war situation against the needs of family and child, always remembering however, that in this crisis, unless women do their active part toward winning the war by working in factories—there will be no family life to defend. The case worker is available for continuous consultation and help to families who seek it. It is she and the family together who decide when the child should be withdrawn from the nursery."

\* \* \*

### *Getting Started*

If there is a serious unmet day care problem, no single individual or group of individuals can meet it. This must be a *community* project, in the true sense of the word. Every group—including industry and employee groups—concerned in the welfare of families and children—must cooperate in it.

### *The Board or Committee*

Every day nursery should be organized in accordance with state legal requirements. It should adopt simple by-laws to govern its business procedures, and these also should include a clear definition of the nursery's purpose and policies. It should be incorporated, or so organized that it will be a social agency which is continuing, and responsible to the community for maintaining proper standards of care. It should be under the management of a local board or committee of men and women. Its members should be representative of various professional, business, and labor groups; also of religious and racial groups whom the day nursery is serving. Some day nurseries have realized that parents, as the group most vitally concerned, should participate in the work and planning of the nursery. They have also realized what a resource parents are for getting community interest and participation.

\* \* \*

### *Personnel*

*Executive* Every day nursery needs a responsible executive. She is, ex-officio, a member of the sponsoring group and is the liaison officer between the board and the staff. In addition to administrative experience, she should have completed a course of training in one of the following fields: social work, preschool education, or public health.

\* \* \*

*Case Worker* The separation of the young child from his mother for his waking hours has its dangers. The child's entire emotional security, upon which his future life depends, involving his happiness and successful adjustment, or his frustration and defeat, is rooted in his home. No substitute for the home has yet been found. Should the family lose its responsibility for its children, we shall be threatened with huge problems after the war. Case work is a recognized skill through which these dangers can be prevented. A trained case worker can be employed by the day nursery, or her services can be secured through cooperation between the nursery and a family or children's agency.

\* \* \*

### *Group Workers*

*Teachers* Only those persons should work with children who love and understand them, and have the training to handle them. Children will also develop at a maximum only if their activities are under the direct supervision of a creative, growing person. This person needs to have had training in a recognized college or teacher training school, along the lines of nursery education, kindergarten work, child psychology, etc.

\* \* \*

*Recreation Leaders* If the nursery is giving supervision to older children after school the services of a trained group worker are necessary.

\* \* \*

*Health Workers* The regular services of a physician in good standing, also of a nurse, are essential.

\* \* \*

*Clerical Worker* The nursery needs the services of a clerical worker.

\* \* \*

*Maintenance Staff* Great care should be exercised in the selection of the maintenance staff, cook, janitor, maids, etc. They are in close daily contact with the children and therefore should be persons who are naturally fond of them and who understand them.

\* \* \*

### *Staff Supplementation*

Volunteers may be used to great advantage in the day nursery program. Their effectiveness will depend upon the following: (1) their natural understanding and ability; (2) their training and experience; (3) the amount and quality of supervision that can be

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given them at the nursery; (4) the extent of professional opportunity that can be offered them and (5) their willingness to work under supervision, and to do routine jobs.

\* \* \*

The day nursery should of course be conveniently located with relation to the families served, as traveling to and from it at the beginning and end of the day is serious both for parents and children. If possible it should be located near their homes.

The essential requirements of the day nursery plant are: (1) Safety, (2) Space, (3) Air, (4) Light, (5) Convenience.

\* \* \*

*Furnishings and Equipment*

The nursery play room is a child's world. It should be a place in which he feels at home where he lives his life as independently as possible. Furniture should be scaled to his size.

\* \* \*

Often the children have to rest in the play room. A sturdy folding cot is recommended with washable blanket pad (not mattresses). The children's blankets should be light but warm.

\* \* \*

Where space is limited, children must also often have their lunch in the play room. Wherever they have lunch, however, it is most important that this should be a happy and sociable time for them. Apart from the value of this to the child educationally, apart from the pleasure he can get from it, we know that the right kind of atmosphere while eating is a definite aid to digestion.

\* \* \*

Toilets and lavatories should, like the furniture, be scaled to the children's size. They can be adjusted by means of a movable step.

\* \* \*

Kitchen furniture and equipment includes a three or four burner stove (oven not absolutely necessary) refrigerator, table, garbage cans, etc.

\* \* \*

**Nutrition** The young child's body must have certain foods for its normal growth and development. The child's diet is a twenty-four hour matter. Parents and nursery determine together which part of this diet will need to be supplied by the nursery and which by the home. There are foods which supply energy for muscular activity and for the building of blood, bone, and tooth structure. The diet should also include foods to prevent dental decay, and vitamins, with out which defects in growth are bound to appear.

(The young child needs every day:

Milk—at least one pint, preferably a quart.

Bread and butter—2-4 slices, a day old at least, preferably whole wheat or graham.

Meat—a small piece of lean meat two or three times a week.\*

Eggs—when meat is given it is not necessary to give an egg. Vegetables—potato, macaroni, spaghetti, or rice, and one or two green vegetables.

Fruit—two to three—one citrus, other fresh fruit well ripened, apple sauce, baked apple, stewed prunes, etc. At least one raw fruit every day.)

In addition to lunch, the children should have midmorning and midafternoon feeding. These usually consist of fruit or tomato juice and a cracker or two.

\* The meat and eggs as here listed are desirable, if possible, assuming that a child does not receive meat or eggs at home on these days. However, if they cannot be secured it is suggested that the following be substituted: 3 tablespoons of cottage cheese; 1½ cubic inches Velveeta cheese; 1½ cubic inches of American cheese.

## BOOK NOTES

THE FIELD OF SOCIAL WORK, by Arthur E. Fink. Henry Holt & Co., New York, 1942; 484 pp. \$3.00.

This book is intended, first, for the college student who is looking to social work as a career; second, to the beginning worker who needs to gain a picture of the whole field; third, to the lay person as a basis for his interest and support of social work; and fourth, to the board member who wishes to know not only more about the work of his own agency but how it fits into the total plan of social work organization and program.

Beginning with the development of social work as a whole, the book includes a discussion of family welfare work, child welfare services, the child guidance clinic, visiting teacher work, the court, probation and parole as well as medical social work, public welfare, social group work and community organization. The material shows not only breadth of point of view but on each subject the author discusses significant historical material, an understanding and thorough interpretation of the scope and trends of each field and a careful selection of case material to illustrate the whole.

In addition to the specific fields of services for children mentioned above, Mr. Fink in his chapter on child welfare services describes relief for children in their own homes, foster family care, adoption, institutions, children born out of wedlock, neglected and delinquent children, day nursery care for children and crippled children's services. The services in which practice has achieved clarity and definiteness are explained helpfully but the limitations and problems in practice in such fields as probation and visiting teacher work, as well as the confusion resulting from an inability to arrive at an acceptable definition of community organization and social group work is also explained.

The Field of Social Work, with its carefully selected bibliography and its integrated presentation of much material, is invaluable as an introduction to the field of social work—not a superficial introduction but a thoughtful, comprehensive, thorough-going piece of work, growing out of wide and exact knowledge of social work and a forthright presentation of both weaknesses and achievements. The pages are packed with rich substance, perhaps too rich for the person unfamiliar with social work to appreciate unless supplemented by further reading and discussion.

—LEAH FEDER

Assistant Dean, Boston University School of Social Work

CONCERNING JUVENILE DELINQUENCY, by Henry W. Thurston, Columbia University Press, N. Y., 1942, \$2.75.

This is a refreshing book. Delinquency appears in human guise. Delinquents, both young and older, are shown as they are in town and city. There is a welcome absence of the all too frequent assumption that delinquency is a matter of concern for social agencies only. In a unique chapter, entitled "Forum Discussion of Cases," Dr. Thurston as chairman of the forum presents statements from many leaders of education, social reform and social work who have spent their years with this puzzle. Among those who contribute to his forum are Dr. Healy, Clarence Darrow, Dr. Kirchwey, Dr. Max Winsor, Jacob Riis, Judge Cabot of Boston, Eugene Lies, Dr. and Mrs. Sheldon Glueck and others well known to social workers and as leaders who have tried to make better opportunities for children in the groups from which delinquents largely come. The forum device gives vividness to well-selected comment from their writings.

Dr. Thurston, being an educator and having been chief probation officer of the first juvenile court, very naturally gives ample space to both these guides of boys and girls. In discriminating fashion he not only describes policies in use in schools and courts. He gives full weight to the critics of present methods, such as Professor Thomas D. Eliot of Northwestern University and the group of Chicago thinkers who would replace the court by some other social instrument.

For the student, his brief historical sketch should be particularly informing, showing as it does the variety of community plans that have been tried through the years. The role of social agencies is not neglected. The very interesting chapter, "Coordination of Agencies," assembles material from many sources not usually found in one publication. A final chapter is written by Dean Leonard W. Mayo of the School of Applied Social Sciences, Western Reserve University, in which he discusses delinquency as a community problem.

The book throughout is provocative of thought and does not attempt to prescribe formulas. In his introduction, Dr. Thurston states that he is writing "to make clear that perspective as regards cause and treatment is essential for successful case work with juvenile delinquents," and this is precisely what he succeeds in doing. There is much case material, and, of especial interest, in appendices, are many quotations from boys and girls and from authors on the vital part played by human example. A very

human and discriminating book which is interesting to read.

—CLINTON W. ARESON

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### New League Publication

The Generic and Specific Aspects of Case Work in a Merged Agency, by Edith L. Lauer, with a Foreword by Virginia P. Robinson. Price, 50 cents.

### The Intake Service for Foster Home Care

*(Continued from page 4)*

As we review the work of this year, we see that an additional task has been taken on. Since ours is the only intake service for Jewish children in Brooklyn and Queens, inquiries and referrals are steered to us when almost any type of placement is involved, and wherever possible we help re-route these to the proper child care agency, institution, or clinic. A good part of the intake worker's job is the continual interpreting to other agencies and their changing staff our agency's function and the nature of our service.

In view of our experience, we have come to certain conclusions: (1) We feel that the intake job is an invaluable experience for every worker on the staff, since we are convinced that an understanding and an appreciation of the placement experience for the child under care and his parent is deepened and sharpened by actual experience and work with them at the point where the parent first begins to consider placement. (2) We are convinced, too, that the worker at intake should be one who is experienced in agency's service and respects that service, one who has conviction as to the way in which it must be given. This is essential in order to help the client come to some resolution, which she can do only in proportion to the steadiness of the intake worker. (3) The intake unit of service offers a vital spot for educating and interpreting to the agency's board the basis for determining which children can use our placement services.

The placement worker, who carries the agency's responsibility for the foster child, through admission and placement in his foster home, and thereafter the continual supervision of his care for as long as he needs to remain with the agency, is now working along with parent as well as foster parent so that the child's interests are served and protected until such time as the parent can again make possible his child's return.

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